

November 15, 1956



# THE NATIONAL Voter

LEAGUE OF WOMEN VOTERS OF THE U. S.

1026 17th STREET, N. W., WASHINGTON 6, D. C.

## HOW HIGH IS UP IN CIVIL SERVICE?

Nicholas I, the "Iron Tsar" of Russia, is reputed to have said "I do not rule Russia; ten thousand clerks do." Unfortunately he did not say to what extent he ruled the 10,000 clerks. If the 10,000 clerks were *his* clerks, then he ruled Russia. If they were not his clerks, then he did not.

How and to what extent heads of government should attempt to control the bureaucracy which makes government work has always been a problem. In our own government the difficulty has been compounded as the number of Civil Service employees has grown and patronage jobs have decreased. Lines of authority are confused and unclear between political appointees, who are presumably "the President's men," and career civil servants, who may have developed their own points of view over the years. At a time when the presidency is held by one party and the Congress is controlled by the other, this situation becomes even cloudier, for Congress has authority over the purse strings.

### A Problem of Management

Five major studies of the problems this presents have been made in the last 20 years. As the previous studies in varying degrees have done, the latest of these, conducted by the Task Force on Personnel and Civil Service of the Second Hoover Commission, again emphasizes the importance and need for strengthening top management. It states:

"In the national government, it is the function of political executives to represent within the administration the policy purposes of

the President, to bring the general public's point of view to bear upon administrative decisions, to provide leadership in developing national policy, to exercise statutory powers vested in them as public officials and to act for the Chief Executive in seeing that all of the laws are faithfully executed; in short, to take the responsibility for governing. The role of this entire group of political party executives is at the heart of representative government."

The Task Force estimated that in 1954 there were 755 of these key political executive positions in the government.

### Where Draw The Line?

An attempt to make a clear distinction between political executive and career administrative positions was made in 1953, with the establishment of Schedule C in the Civil Service, for policy-determining and confidential positions. Schedule C is one of three schedules provided for positions excepted from the competitive Civil Service. Schedule C positions are filled by appointment and are not protected by Civil Service rules except in the case of those who come under the Veterans Preference Act. At pres-

ent there are 1200 positions in this Schedule; 248 of these were withdrawn from the career service.

A complementary group of career administrators in the national government, the report says, should be given the function of serving these responsible officers, "to provide a reservoir of knowledge, managerial competence based upon experience and understanding of the peculiarities of government administration. It is their job to keep the government operating as effectively as possible at all times... Without experienced civil servants, modern government would break down... Political executives must be found largely in the broad realm of public and private affairs outside the Civil Service. Career administrators, on the contrary, can be best developed within the national administration itself. They must be willing to make a career of the public service, which in turn must provide opportunity for able men and women to develop and apply their talents."

The Hoover Commission accepted the Task Force proposal of a Senior Civil Service to meet this need. Senior civil servants would be "a highly competent group of professional administrators, neutral in politics, who will work under the direction of political executives in operating the machinery of the national administration and who will aid the political executives to meet their responsibilities." The service would consist of career men at the highest levels, with capacity for managerial work and for important staff responsibilities, and would be se-



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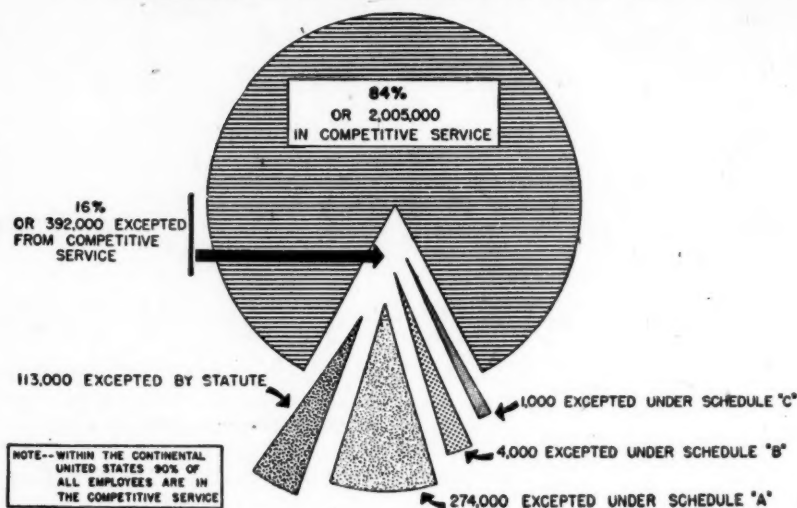
lected from the entire body of federal employees.

Members would be "given an appointment resembling that of a commissioned officer in the Armed Forces in that they would have status, rank and salary as individuals and could be employed flexibly in a number of authorized positions calling for high administrative talents. The rules governing senior civil servants should require them to keep clear of all 'political' activity to preserve their neutrality in matters of politics, and to serve each Chief Executive faithfully. These rules should be respected in the assignments given (them) as well as in the way they handle their assignments . . . The primary objective is to have always at hand in the government a designated group of highly qualified administrators . . . who will make it easier for political executives to discharge their responsibilities . . . who will add to the smoothness, effectiveness and economy of governmental operations."

Members of the Senior Civil Service would be selected by a five-member, semi-autonomous Board, the Task Force proposes, similar in status to the Civil Service Commission. Criteria suggested for selection include "leadership, judgment, adaptability, skill in working with people and capacity for continued growth," along with technical competence and a minimum of five years of federal service.

James R. Watson, executive di-

## DISTRIBUTION OF FEDERAL EMPLOYEES IN AND EXCEPTED FROM THE COMPETITIVE CIVIL SERVICE BY TYPE OF EXCEPTION, JUNE 1955



Excepted by Statute: Placed outside the Civil Service by law (TVA, FBI, AEC, and others)

Schedule A: Jobs for which it is impracticable to hold examinations (many overseas jobs and jobs which require highly specialized or unusual training, e. g., Hindu interpreter, chaplain's assistant)

Schedule B: Jobs for which it is impracticable to hold competitive examinations (such as a teaching position at an American Indian school, where the wife or husband of an Interior Department employee already there, is available)

Schedule C: Positions of a confidential or policy-making character (See accompanying article)

rector of the National Civil Service League, has written:

"The Task Force proposal suggests a parallel with the British Administrative Service, where the strong tradition of a politically neutral, technically competent and experienced career service has given the government continuity and able performance, unaffected

by but politically responsible to political change . . .

"The place of the Senior Civil Service must be understood and honestly accepted by the public, by both political parties, by political executives and by the government employees themselves. Like their British counterparts, members must be fully prepared to serve faithfully each administration that takes office. 'They must avoid such emotional attachments to the policies of any administration that they cannot accept change.' They must forego not only the political activities enjoined by the Hatch Act, but anything that would tend to identify them with a party policy."

Strong opposition to the Senior Civil Service has been expressed, particularly by members of Congress and by public employees. It has been called the beginning of a caste system and a means of playing favorites. Critics say it is patterned after an outdated British concept which even the British admit has disadvantages, and that

## LEAGUE RECEIVES AWARD

The long-time effort of the League of Women Voters in support of the merit system in public service received special recognition recently, when the Civil Service Assembly of the United States and Canada, in commemoration of its fiftieth anniversary, gave the League a Golden Anniversary Award.

Presentation took place October 10 at the annual conference on public personnel administration in Washington, D. C. Other organizations receiving awards were American Management Association, National Civil Service League, National Municipal League, and Society for Personnel Administration.

The award to the League was "for distinguished contributions to the advancement of personnel administra-

tion in the public service" and expressed "esteem and appreciation."

In addition to the hand-lettered, illuminated parchment scroll, a 400-word citation was read. It closed with this statement:

"Today, working through 1000 local Leagues . . . the League continues its interest . . . keeping a watchful eye for attempts to weaken or destroy the civil service, carrying on local educational campaigns to explain the need and desirability of civil service . . . The Civil Service Assembly is indebted to the League of Women Voters and is pleased to have this opportunity to express its gratitude for the League's support of common goals."

On behalf of the League the award was accepted by Mrs. Harold D. Dyke, national First Vice President.

its members would be consigned to live in a twilight zone.

However, some of the concepts of the Task Force Report are already being incorporated in the Civil Service. Congress raised the salaries of cabinet officers, members of major boards and commissions, and lifted the ceiling for career civil servants from \$14,800 to \$16,000.

The Civil Service Commission, after study of the Task Force findings, drew up a development program of its own for a Senior Civil Service. This plan has not been adopted but the Commission has been moving slowly to get agreement within the Service for some modest beginnings.

Philip Young, chairman of the Civil Service Commission, recently told the Public Personnel Administration of the Civil Service Assembly: "The program we are now developing would provide prestige and recognition for its members, important long-range nonpolitical assignments, opportunities for growth and development, and freer movement within the Service. No program, however, should outrun the acceptance available for it. We need to build slowly and carefully and keep all our cards on the table, so that the career administrator and the political administrator can see at all times the values of the program."

Cooperation and understanding between the public and government seems to be the key to good management in government. It is a goal that will take hard work to achieve.

## NEVER TAKE NO FOR AN ANSWER

On November 6, 96.6 per cent of the registered voters in Highland Park voted. In Wausau, 90.73 per cent of the registered voters voted.

How nearly complete a registration of eligible voters can be achieved? Any community would be satisfied with 99 per cent, but if the decimal is carried one more point, Highland Park, Illinois, did win over Wausau, Wisconsin—by four tenths of one per cent.

Yet who is "loser" when one compares a .994 registration with a .99 registration? Both are believed to break all records, and when Highland Park reached its high mark on the final day of registration it received congratulations from both candidates for the presidency.

It all started when the American Heritage Foundation selected Wausau as a test city in this year's election to learn what percentage of citizens in a typical community will register and vote.

Highland Park challenged Wausau, and the race was on.

In writing about the Illinois community, the United Press said: "A band of suburban housewives who won't take 'no' for an answer have written a new chapter in citizenship . . . At least 19 Highland Park civic and religious organizations participated in the campaign. But it was the city's League of Women Voters that spearheaded the most vital part of the big push—a sys-

tematic canvass of residents and persistent door-to-door follow-up campaign."

In Highland Park, 575 men and women participated in the drive, with 20 to 35 volunteers assigned to each precinct. A file card was made on every unregistered eligible voter and these persons were reminded—some at least six times—to register. In the end, 12,995 were registered (2886 new registrations) and there were only 79 who could have registered who did not.

In both Highland Park and Wausau members of the League were deputized to assist in registrations.

Wausau workers availed themselves of a state law which permits registration by those confined to hospital beds or to their homes, and thus partly offset a bloc of eligible voters who, because of religious beliefs, refused to register.

Highland Park and Wausau did not so much innovate startlingly new ideas as they exhausted the possibilities of good ideas. They know that "easy does it" is only a saying, and that it is only hard work that does it.

### VOTERCIPHER No. 1

VOTERCIPHER is a cryptogram—writing in cipher. Every letter is part of a code that remains constant throughout the puzzle. Answer No. 1 will be found in the next issue.

XVR ABRQX RIP LY EKYR KU  
ILX FILNERPAR COX QHXKLI.

—XVLJQU VRIBS VOTERS



(L) In the home of the President of the League of Women Voters of Highland Park, Illinois, foot-weary volunteers check results of a day's work in their drive for complete registration (Chicago Sun-Times photo). (R) A booth set up for picture purposes only stayed open for business to register eager voters in Wausau, Wisconsin.



# THE RIGHT WAY IS THROUGH THE UNITED NATIONS

THE PRESIDENT  
THE WHITE HOUSE  
WASHINGTON, D. C.

THE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES WISHES TO EXPRESS ITS EARNEST SUPPORT OF THE ROLE OF RESPONSIBLE LEADERSHIP NOW BEING DEVELOPED BY THE UNITED STATES GOVERNMENT IN THE EFFORT TO SOLVE THROUGH THE UNITED NATIONS THE MULTIPLE WORLD CRISIS. WE BELIEVE A SUSTAINED POLICY OF ACTION THROUGH THE UNITED NATIONS IS OUR ONLY HOPE FOR MEETING THE IMMEDIATE THREAT OF WAR AND FOR ARRIVING AT LONG-RANGE SOLUTIONS OF THE PROBLEMS, POLITICAL AND ECONOMIC, THAT PRODUCE RECURRENT CRISES. RECENT EVENTS HAVE STRENGTHENED OUR CONVICTION THAT THE UNITED NATIONS CAN DEVELOP EFFECTIVE WAYS OF DEALING WITH THESE PROBLEMS IF ITS MEMBER STATES ARE SUFFICIENTLY DEDICATED TO THE FULL AND CONTINUOUS USE OF ITS RESOURCES. WE URGE THAT ALL OUR FOREIGN POLICIES, WHETHER ECONOMIC OR POLITICAL, BE CONSISTENT WITH THESE ENDS. WE TAKE TO HEART YOUR REMINDER, IN YOUR SPEECH OF MAY 25, 1956, THAT "THE RESPONSIBILITY FOR CARRYING FORWARD AMERICA'S PART IN HELPING IMPROVE INTERNATIONAL COOPERATION CANNOT BE MET THROUGH PAPER WORK IN A GOVERNMENT BUREAU. BUT IT CAN BE MET THROUGH A COMBINED EFFORT BY ALL OF US, IN AND OUT OF GOVERNMENT, ALL TRYING TO DEVELOP THE NECESSARY UNDERSTANDING THAT EVERY INTERNATIONAL PROBLEM IS IN REALITY A HUMAN ONE." WE PLEDGE OUR EFFORTS ANEW TO THIS TASK, AND LOOK TO YOU FOR THE NECESSARY LEADERSHIP.

MRS. JOHN G. LEE  
PRESIDENT

This telegram was sent to President Eisenhower on November 9.

What are some of the United States policies that must be brought into line with the basic principle of full commitment to the cooperative way of meeting international problems?

The President sketched the broad outlines in the above-quoted speech, which has gained new significance in the light of recent events. He said:

"Thus every thinking person will come to understand that his country's future will be brighter as the lot of mankind improves; that no nation can in the long run prosper except as the world enjoys a growing prosperity.

"We must indeed be partners for peace and freedom and prosperity, if those words are to record achievement as well as to express a dream.

"The foreign policy of this republic—if it serves the enduring purposes and good of the United States—must always be founded on these truths, thus expressing the enlightened interests of the whole American people. . . .

"We shall continue in our loyalty to the United Nations. But we should, at the same time, further expand and strengthen our other international associations. . . .

"A united Western Europe may still be on the far-off horizon. NATO is, nevertheless, a great alliance, rich in human and natural resources. But this great array is neither self-sustaining nor self-sufficient. Its freedom and prosperity and security are intertwined with the freedom and prosperity and security of many other nations—old and new and still to be born—that people an even greater portion of the earth. Within this community of freedom all are more sure of their independence and prosperity and security when all join so that:

"Mutual trade is fostered.

"Legitimate political and economic aspirations are advanced.

"Cultural traditions are respected.

"The difficulties and misfortunes of the weaker are met by help from the stronger. To be backward or pennywise in our practice of this truth can lead only to greater risk and greater cost—far greater cost to ourselves. . . .

"Thus our security and our aspirations are linked with the security and aspirations of liberty-loving people in many other lands. It is idle to talk of community of interest with them in measures for defense, without recognizing commu-

nity of interest with them in that which is to be defended."

The League of Women Voters is aware of the need to translate these broad principles stated by President Eisenhower into action on specific programs and policies.

This is what we have been doing whenever we have worked for adequate budgets for the United Nations and its activities.

This is why we support the Reciprocal Trade Agreements Program and the proposed Organization for Trade Cooperation.

This is why we have opposed the Bricker Amendment, which would cripple the President's power to act swiftly and decisively in cooperative efforts with other nations.

This is why we have supported programs for economic development and technical assistance, through Point IV and especially through the United Nations.

Other applications of the basic principle may give new opportunities for future League action.

As we await such opportunities, we continue our never-ending efforts to build public understanding and support for the principle itself.

## Publisher's Statement

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DOROTHY FELKER GIRTTON, Editor

Sworn to and subscribed before me this first day of October, 1956.

[Seal] NINA G. BOYKIN

My commission expires October 14, 1958.

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